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## INTRODUCTION

This report is designed to identify and evaluate socioeconomic conditions affecting employment at Montana's state institutions and to make recommendations as to actions which might be taken to improve those conditions.

Six of the state institutions were studied, including the four largest. All are known to have employment problems; and, in addition, all are located in a six-county area of southwestern Montana--a fact which enables an analysis of the labor market of the area to be made. The institutions reviewed are:

<u>Institution</u>	<u>County</u>
Boulder River School and Hospital	Jefferson
Montana Children's Center	Madison
Galen State Hospital	Deer Lodge
Warm Springs State Hospital	Deer Lodge
Montana State Prison	Powell
Mountain View School	Lewis and Clark

Silver Bow County was included, as well, because its labor market supplies employees to three of the institutions.

The research methodology involved:

- 1) Gathering and analyzing data on the population and labor force in the six-county area.
- 2) Documenting relevant employment patterns and turnover at the six institutions.
- 3) Touring each of the six units to evaluate the general working conditions and to interview administrators, employees, local union leaders, and people in the local communities.

- 4) Evaluating the data and possible courses of action.
- 5) Preparing recommendations.

The data presented in this report were gathered from several different sources (including the six institutions, the Department of Institutions, the Personnel Division, and the Legislative Council) and pertain to the institutional employment situation at different times during the summer and early fall of 1974. Since the situation is constantly changing due to adjustments, hirings, and terminations, the data presented may not be strictly comparable with one another, but they do present an accurate picture of the overall situation as we found it.

## OVERVIEW OF THE SIX-COUNTY LABOR MARKET AREA

Population

The estimated population for the six-county area in 1973 is 112,600, an increase of 4.4 percent over the 1970 census figure of 107,826. As table 1 indicates, the six-county area gained population from 1950 to 1960, but at a much lower rate than the state. The area lost population from 1960 to 1970, while the state, as a whole, made small gains. However, the estimates for the years since 1970 indicate that the six-county area is now gaining population faster than the state.

Jefferson and Lewis and Clark Counties were the only counties with increases in the decade of the sixties; their growth was concentrated in and around Helena and in nearby residential areas in the northern part of Jefferson County. Silver Bow and Deer Lodge Counties, heavily dependent on mining activity, lost population, as did rural Madison and Deer Lodge. Table 2 examines the components of population change from 1960 to 1970. Deer Lodge, Powell and Silver Bow Counties had substantial rates of net outmigration.

Bureau of the Census estimates indicate that since 1970 all of the six counties, even Silver Bow, have made at least small gains while Jefferson, Lewis and Clark, and Madison have experienced rapid growth in population.

Labor Force and Employment

The most dramatic development in the area's labor force since 1950 has been the large increase in women workers and the corresponding

Table 1

Total Resident Population in Montana  
and the Six-County Area  
1950, 1960, and 1970-73

	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	Percent Change		
							<u>1950-60</u>	<u>1960-70</u>	<u>1970-73</u>
Montana	591,024	674,767	694,409	710,000	716,000	721,000	14.2	2.9	3.8
Six counties	105,828	109,610	107,826	110,300	111,500	112,600	3.6	- 1.6	4.4
Deer Lodge	16,553	18,640	15,652	15,800	15,900	15,800	12.6	-16.0	0.9
Anaconda	11,254	12,054	9,771	NA	NA	NA	7.1	-18.9	NA
Jefferson	4,014	4,297	5,238	5,500	6,200	6,700	7.1	21.9	27.9
Boulder	1,017	1,394	1,342	NA	NA	NA	37.1	- 3.7	NA
Lewis and Clark	24,540	28,006	33,281	34,200	34,800	35,500	14.1	18.8	6.7
Helena	17,581	20,227	22,730	NA	NA	NA	15.1	12.4	NA
Madison	5,998	5,211	5,014	5,200	5,600	5,600	-13.1	- 3.8	11.7
Twin Bridges	497	509	613	NA	NA	NA	2.4	20.4	NA
Powell	6,301	7,002	6,660	6,700	6,900	6,800	11.1	- 4.9	2.1
Deer Lodge (city)	3,779	4,681	4,306	NA	NA	NA	23.9	- 8.0	NA

Table 1 - continued

Total Resident Population in Montana  
and the Six-County Area  
1950, 1960, and 1970-73

	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	Percent Change		
							<u>1950-60</u>	<u>1960-70</u>	<u>1970-73</u>
Silver Bow	48,422	46,454	41,981	42,900	42,100	42,200	- 4.1	- 9.6	0.5
Butte	33,251	27,877	23,368	NA	NA	NA	-16.2	-16.2	NA

Sources: U.S. Department of Commerce, Bureau of the Census, U.S. Census of Population: 1950, Number of Inhabitants, Montana, P-A26 (Washington, D.C.: U.S. Government Printing Office, 1951), table 5, p. 26-8, table 7, p. 26-16; idem, U.S. Census of Population: 1970, Number of Inhabitants, Montana, PC(1)-A28 (Washington, D.C.: U.S. Government Printing Office, 1970), table 10, pp. 28-13 and 28-15; idem, "Estimates of the Population of Montana Counties, July 1, 1971 and July 1, 1972," Current Population Reports, Series P-26, no. 19 (Washington, D.C., 1973) pp. 2 and 3, and idem, "Estimates of the Population of Montana Counties and Metropolitan Areas: July 1, 1972 and July 1, 1973," Current Population Reports, Series P-26, no. 53 (Washington, D.C., 1974) table 1, pp. 3 and 4.

Notes: The data for 1950, 1960, and 1970 are complete census counts as of April 1, while the data for 1971, 1972, and 1973 are estimates as of July 1; the 1973 estimates are provisional. NA denotes that intercensal population estimates are not available for cities and towns.

Table 2

Components of Population Change  
Montana and Six-County Area  
1960 and 1970

	Population		Change		Components of Change		
	1960	1970	Number	Percent	Births	Deaths	Net Migration Number      Percent
Montana	674,767	694,409	19,642	2.9	143,812	66,017	-58,153      - 8.6
Deer Lodge	18,640	15,652	-2,988	-16.0	2,796	1,701	- 4,083      -21.9
Jefferson	4,297	5,238	941	21.9	631	450	760      17.7
Lewis and Clark	28,006	33,281	5,275	18.8	6,759	3,180	1,696      6.1
Madison	5,211	5,014	- 197	- 3.8	695	667	- 225      - 4.3
Powell	7,002	6,660	- 342	- 4.9	1,333	737	- 938      -13.4
Silver Bow	46,454	41,981	-4,473	- 9.6	9,463	6,166	- 7,770      -16.7

Source: U.S. Department of Commerce, Bureau of the Census, 1970 Census of Population and Housing, General Demographic Trends for Metropolitan Areas, 1960 to 1970, Montana, PHC(2)-28 (Washington, D.C.: U.S. Government Printing Office, 1971), table 3, pp. 28-10 and 28-11.



decline in male workers, many of which apparently left the area (table 3). The number of women in the work force rose more than 50 percent, from 10,400 to nearly 15,800, while the number of men was declining from 32,300 to 26,300 (table 3). As a result, the total labor force in the six-county area was just slightly smaller in 1970 than in 1950.

Since 1970, the trend toward fewer workers apparently has been reversed. The Employment Security Division data presented in table 4 show an increase in the civilian labor force and employment in the six-county area and a gradual decrease in unemployment from 1971 to 1973.

Employment in the six-county area has increased in recent years in the areas of state and local government, mining, construction, trade, finance, insurance, real estate, and services. Employment has decreased in agriculture and in the transportation-communication-public utilities group.<sup>1</sup>

The recent trend for the six-county area, then, is one of steady growth in population, labor force, and employment, with most of the expansion occurring in and around Helena. The growing female labor force available in the area is an encouraging factor for the institutions because many of the positions they offer can be filled by women.

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<sup>1</sup>U.S. Department of Commerce, Social and Economic Statistics Administration, Bureau of Economic Analysis, Regional Economics Information System, unpublished data for 1967-1972.

Table 3

Employment Status of Population, by Sex, in Six-County Area  
1950, 1960, and 1970

	1950			1960			1970		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Persons of labor force age <sup>a</sup>	41,625	38,322	79,947	38,508	38,612	77,120	36,164	38,120	74,284
In labor force	32,383	10,365	42,748	28,220	13,264	41,484	26,389	15,789	42,178
Percent of total	77.8	27.0	53.5	73.3	34.4	53.8	73.0	41.4	56.8
In civilian labor force	32,314	10,363	42,677	28,155	13,264	41,419	26,314	15,782	42,096
Employed	31,033	9,918	40,951	26,526	12,250	38,776	25,055	14,674	39,729
Unemployed	1,281	445	1,726	1,629	1,014	2,643	1,259	1,108	2,367
Percent of total civilian labor force	4.0	4.3	4.0	5.8	7.6	6.4	4.8	7.0	5.6
Not in labor force	9,242	27,957	37,199	10,288	25,348	35,636	9,775	22,331	32,106
Inmates of Institutions	2,227	1,360	3,587	2,073	1,334	3,407	1,803	1,463	3,266

Sources: U.S. Department of Commerce, Bureau of the Census, U.S. Census of Population: 1950 General Characteristics, Montana, P-826 (Washington, D.C.: U.S. Government Printing Office, 1952), table 43, pp. 26-64, 26-65, 26-66, 26-67, and 26-68; idem, U.S. Census of Population, 1960, General Social and Economic Characteristics, Montana, PC(1)-28C (Washington, D.C.: U.S. Government Printing Office, 1961), table 83, pp. 28-136, 28-137, 28-138, 28-139; and idem, U.S. Census of Population: 1970, Characteristics of the Population, Montana, vol. 1, pt. 28 (Washington, D.C.: U.S. Government Printing Office, 1973), table 121, pp. 28-206, 28-207; 28-208, 28-209, and 28-210.

<sup>a</sup>Census data for 1950 and 1960 on employment status related to persons fourteen years old and over, while the 1970 census data related to persons sixteen years old and over, with only limited detail available for fourteen- and fifteen-year-olds. The Bureau of the Census made this change so as to conform to the official measurement of the labor force as revised in 1967. Thus, in the very strictest sense, the data for 1950 and 1960 are not exactly comparable with the 1970 data.

Note: These figures are as of April 1, of each year.

Table 4  
Civilian Labor Force Estimates in the Six-County Area  
1971-1973

	<u>1971</u>	<u>1972</u>	<u>1973</u>
Civilian Labor Force	43,800	45,300	47,490
Employed	40,630	42,580	42,980
Unemployed	3,170	2,720	2,640
Percent of labor force	7.2	6.0	5.6
State Unemployment Rate (percent)	6.3	6.2	6.3

Source: Montana Department of Labor and Industry, Employment Security Division, unpublished data.

Note: These estimates are annual averages of the number of persons sixteen years of age and over and defined as employed or unemployed, excluding members of the armed forces.

## SURVEY FINDINGS BY INSTITUTION

## Boulder River School and Hospital, Boulder

Employment Situation

Of the six institutions covered by this study, Boulder River School and Hospital (BRSH) has the most acute employment problem. In 1973, BRSH experienced 488 terminations in its 446 positions for an overall turnover rate of 109 percent, with some classifications (occupations) as high as 800 percent. Table 5 contains the classifications with highest turnover rates.<sup>2</sup> Those classifications are predominately direct-care positions with low salaries. The Attendant Counselor I classification alone accounts for 309 terminations out of 103 positions. Employees in this classification have direct patient care responsibilities and a starting salary of \$428 per month. The turnover in Attendant Counselor I is particularly high among very new employees. Based on a fiscal 1973 study, BRSH estimates that 60 percent of the Attendant Counselors quit within the first six weeks of employment (a period which includes a two-week training session).

The number of vacant positions runs high also. For example, as of September 30, 1974, there were 52 position vacancies at BRSH with 11 of the vacancies in the Attendant Counselor area. Vacancies fluctuate with the season and with recruiting efforts, often running as high as 100.

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<sup>2</sup>Classifications with turnover rates greater than 50 percent are included in table 5 through 10, except for classifications with one position and one termination, part-time positions and positions with negotiated salaries.

Table 5

High Turnover Classifications  
Boulder River School and Hospital  
1973

Current Classification	Total Termin- ations <sup>1</sup>	Total in Class	Percent of Turnover	Current Salary <sup>2</sup> Minimum      Maximum	Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup> Step 1      Step 8
Activity Aide III	3	2	150	520	632	7	521      685
Attendant Counselor I	309	103	300	428	520	7	521      685
Clerk Typist I	4	1	400	412	500	4	395      519
Custodians	35	15	233	412	500	5	433      570
Food Service Worker I	26	22	118	412	500	6	475      625
Food Service Worker II	2	2	100	444	541	7	521      685
Groundsman	3	1	300	428	520	6	475      625
Laundry Worker I	8	1	800	412	500	6	475      625
Laundry Worker II	16	10	160	444	541	7	521      685
Licensed Prac- tical Nurse I	6	3	200	480	584	9	627      825

Table 5 - continued

High Turnover Classifications  
Boulder River School and Hospital  
1973

Current Classification	Total Termin- ations <sup>1</sup>	Total in Class	Percent of Turnover	Current Salary <sup>2</sup>		Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup>	
				Minimum	Maximum			Step 1	Step 8
Speech Therapist	2	1	200	686	838	Speech and Hearing Clinician	12	828	1,089
Medical Secretary	2	2	100	500	608	Steno Medical I	7	521	685
Voluntary Services Coordinator	2	1	200	500	608	(Not yet classified)			
Physical Therapy Aide	3	4	75	428	520	Physical Therapist Technician I	8	572	752
Radiologic Technician	3	1	300	608	743	Radiological Technician I	9	627	825
Ward Clerk	2	1	200	412	500	Ward Clerk	7	521	685
All Classes	488	446	109						

<sup>1</sup> Turnover data from unpublished Department of Institutions sources.

<sup>2</sup> Salary data from unpublished Department of Institutions, "Compensation & Classification Plan," effective 7/1/74.

<sup>3</sup> Reclassified Job Titles from Department of Administration, Personnel Division, Classification Manual, Volume 1: Statewide Inventory.

<sup>4</sup> Proposed salaries from salary schedule recommended by the Department of Administration, October 15, 1974.

Absenteeism, particularly among the direct-care employees, aggravates the staffing problems. Under fully staffed conditions the patient-attendant ratio should be about 10 to 1. However, due to absenteeism the ratio often jumps to 30 or 40 to 1 on some wards. Absenteeism also necessitates shifting employees among work areas from shift to shift to provide minimum coverage on all patient wards. Historically, absenteeism has been highest among the low-paid classifications. Management policy towards absenteeism has apparently been lenient, based on the assumption that it is better to have an unreliable employee than a vacant position.

The authorized staffing for BRSH was increased from 446 to 519 positions during 1974 (plus 30 federally funded positions). An additional 243 positions have been requested in the governor's proposed Institutional Program (to bring the institution up to national standards for direct care, projecting 350 patients). These additional positions will be very difficult to fill under present pay levels and conditions.

The current patient population is about 420 (plus 100 on temporary placement in nursing homes). However, if transfers to community-based programs are eventually effected the population should drop to about 350.

### Socioeconomic Factors

Working Conditions. For the majority of employees at BRSH, the working conditions should be termed "poor" if measured by current conditions found in the private sector in Montana. Many of the buildings are antiquated and in a poor state of repair. Direct care personnel are responsible for caring for unruly and often violent patients; employee injuries are common. All of the patients are mentally retarded to some degree, some to the extent of being totally helpless. Caring for large



numbers of such patients in substandard facilities is an emotionally draining job. Job duties are not clearly defined, and, due to absenteeism in the support areas such as housekeeping and food service, Attendant Counselors, often must assume those duties to maintain at least a basic level of sanitation for the patients. Working double shifts is frequently necessary to make up for absent employees in the direct care area. These overworked employees then become physically tired and emotionally drained to the point where the salary is not worth the demands upon them, so they quit.

Salary. Inadequate pay is a unanimous complaint. Starting salaries, particularly in direct-care areas, are apparently high enough to attract some employees on a trial basis but are not high enough to keep them when they discover the exact nature of the job and the working conditions. Studies by the Personnel Office at BRSB show that most employees hired for direct care positions are from 18 to 22 years old and look on their jobs at the institution as a stopgap until they can find better positions.

Housing and transportation problems are often cited by employees as causes of the high turnover rates. However, a more thorough questioning of the employee usually reveals that he considers his salary insufficient to purchase the housing and transportation services he needs.

Housing and Services. Housing and services in the town of Boulder are limited. Rental housing for families is inadequate, and employees complain that the rates are too high for the quality of housing available. Local bankers say that the rates are comparable with other areas in Montana but, even so, rents are high in comparison with the starting monthly salary of \$428 (before deductions) for an Attendant Counselor I.

The 1970 Census reported a population of 1,342 in Boulder; approximately 717 were inmates of the school. This leaves a town of 625



persons, with about 300 employed by BRSH. Stores and services available to residents in Boulder are obviously not sufficient to support the entire work force of BRSH even before the proposed increase of 243 positions. Many BRSH employees must live in neighboring towns and commute. The following is a breakdown of employees' places of residence as of August 31, 1974, as determined by the BRSH personnel office.

	<u>Number of Employees</u>
Boulder	323
Whitehall	25
Butte	56
Helena	54
Other	<u>65</u>
	523

BRSH currently has on-grounds housing for sixteen employees; accommodations range from one-bedroom apartments to houses with rents from \$12.50 to \$60 per month. No rent is charged for the houses occupied by the superintendent, his assistant, and the maintenance superintendent. The policy for determining which employees live on-grounds is apparently to house first the emergency personnel (doctors, nurses, and maintenance staff on call around the clock); any extra housing is used as a recruitment incentive.

Transportation. Approximately 38 percent of the work force at BRSH currently commutes to work, many traveling substantial distances.

<u>Round-Trip Distance to Boulder from:</u>	<u>Miles</u>	<u>Number of Employees</u>
Helena	56	54
Butte	72	56
Whitehall	68	25
Basin	18	(not determined)

There is currently no form of public transportation which serves the commuting employees of BRSH.

The results of a BRSH busing questionnaire distributed to 450 employees in June 1974, indicate the following (based on 242 responses, 89 from commuters):

- 1) All of the commuting respondents drive their own vehicle or ride in a car pool.
- 2) Busing is preferred to the present method of transportation by 84 percent of the commuting respondents.
- 3) Eighty-three percent of the commuting respondents would be willing to pay part of the cost of a bus system.
- 4) Commuting respondents worked on more than six different shift schedules.

Busing is not a new idea. In the fall of 1970, three buses were purchased and run to Helena, Whitehall, and Butte under a Public Service Careers Grant from the federal government. Service continued for 18 months. During that time, the buses were well-used but the school administration observed no decrease in absenteeism or turnover. According to a top administrator at BRSH, service was discontinued because of funding problems, legal complications with common carriers in the region, and employee abuse of the system (damage to buses and requiring drivers to make "beer stops" along the way, for example).

Cultural and Recreational Facilities. Like many other small Montana communities, Boulder has an abundance of wide open space in which to pursue outdoor sports and hobbies, but little in the way of cultural or recreational facilities in town--only a few bars, a bowling alley, and a small theatre. Therefore BRSH employees generally go to Helena and Butte for leisure-time activities. Transportation problems often raise the cost of obtaining those services beyond the financial means of the lower-paid BRSH workers, however.

# Montana State Prison, Deer Lodge

## Employment Situation

The Montana State Prison currently has 218 staff positions and is responsible for maintaining 328 inmates. During calendar year 1973, the prison experienced a 50 percent turnover in personnel. Table 6 lists the seven classifications which contributed the most to the overall turnover rate. Of particular importance are Clerk Typist II and Correctional Officer, which combined, accounted for 68 terminations in 96 positions. According to prison administrators, turnover increased from 51 terminations in FY 72 to 111 in FY 73. They attribute the increase to shrinking real incomes (due to rising inflation) and to uncertainty about changing administrative policies which particularly affect the Correctional Officers. (Recently, major changes in case law concerning penal institutions have been incorporated in the administrative policies of the prison.)

The prison administration surveyed the 111 terminations in FY 73 and tabulated the following reasons given as cause of termination:

<u>Cause</u>	<u>Percent</u>
Salary too low	40
Family problems	30
Dissatisfaction with management	10
Lack of housing	10
Employee did not meet probationary criteria	10

Table 6

High Turnover Classifications  
Montana State Prison  
1973

Current Classification	Total Termin- ations <sup>1</sup>	Total in Class	Percent of Turnover	Current Salary Minimum	Current Salary Maximum <sup>2</sup>	Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup> Step 1	Proposed Salary <sup>4</sup> Step 2
Clerk Typist II	15	3	500	444	541	Clerk Typist II	5	433	570
Correctional Officer	53	93	57	562	686	Correctional Officer	8	572	752
Dairy Herdsmen	3	1	300	608	743	Farm Ranchhand	8	572	752
Food Service Manager	8	6	133	584	713	Food Service Manager I	11	755	909
I.D. Supervisor	3	1	300	658	804	(Not determined)			
Licensed Prac- tical Nurse III	3	1	300	562	686	Licensed Practical Nurse III	11	755	993
Social Worker I	5	1	500	686	838	Social Worker I	11	755	993
Warehouseman I	2	1	200	562	686	Warehouse Worker I	6	475	625
All Classes	107	216	50						

<sup>1</sup> Turnover data from unpublished Department of Institutions sources.

<sup>2</sup> Salary data from unpublished Department of Institutions, "Compensation & Classification Plan," effective 7/1/74.

<sup>3</sup> Reclassified Job Titles from Department of Administration, Personnel Division, Classification Manual, Volume I: Statewide Inventory.

<sup>4</sup> Proposed salaries from salary schedule recommended by the Department of Administration, October 15, 1974.

Absenteeism, according to prison administrators, is a problem and is prevalent in the security area.

Position vacancies are not a major problem for the prison, but like BRSB, it has a serious problem in retaining personnel once they are hired. This problem is pronounced in the direct-care areas. An analysis of the length of service, which was made November 16, 1973, revealed that 50 percent of the employees in the security and classification-treatment areas had been employed at the prison less than two years. The comparable figure was 21 percent for the business management area.

#### Socioeconomic Factors

Working Conditions. Most of the buildings in the prison complex are many decades old and for years have been patched rather than repaired.

Direct-care personnel work in an environment of potential physical danger. The balance of control over the inmate population is a delicate one. The staff working in the prisoner areas live with the fact that, should they be seized in a disturbance, there is no way in which their safety, or lives, can be assured. There is thus a high level of emotional strain involved in working with the inmates. Interviews with employees indicated that the strain of their jobs often affect their other interpersonal relationships. This might explain why 30 percent of the terminating employees cited family problems as the cause of their quitting.

Salary. Prison employees also believe they are underpaid for the work they do and the risk they take. Deer Lodge is within the labor market area of Anaconda and Butte and, hence, the prison and the other two institutions in the area, Galen and Warm Springs, are competing with

large mining and manufacturing firms for employees. Generally the large firms in Butte and Anaconda pay at least \$100 to \$200 a month more for unskilled labor than the institutions can pay for the lower grades. For example, according to the Employment Service Division office in Anaconda, the starting pay rate for unskilled workers in the smelter is from \$750 to \$780 a month. As a consequence, the turnover rates fluctuate inversely with the employment trends in the private sector. When the mines and the smelter are hiring employees in any substantial numbers, employees tend to be attracted away from the institutions by the higher pay and the usually more pleasant working conditions. Conversely, when the private sector is laying off workers or is shut down by strikes, the institutions have no problem in filling positions.

Housing and Services. Housing for prison employees in Deer Lodge is limited. Most of the housing units are very old structures. According to the 1970 Census, 67 percent of the housing units in Deer Lodge were built before 1940. Employees reported having to pay high rents for poor quality housing--when it could be found. A forty-one-house development is in the planning stages by local developers, with construction expected to start next spring. This may ease the housing situation to some extent although the effect on low-paid institutional employees may be minimal for some time.

The Montana State Prison maintains thirty housing units for the use of its employees. They are located on the prison grounds and in the surrounding area. The housing off the grounds is allocated to high-ranking administrators and several correctional officers who rotate being on on-call duty for emergencies.

Deer Lodge is a city large enough to provide the basic necessities for itself and the surrounding farm community. However, for specialized services or products, residents must travel to Butte, Anaconda, Helena, or Missoula.

Transportation. Approximately 16 of the 218 employees at the prison live substantial distances from their work. Eight live in Butte and 8 live in Anaconda.

<u>Round-Trip Distance to Deer Lodge from:</u>	<u>Miles</u>	<u>Number of Employees</u>
Butte	74	8
Anaconda	42	8

The 16 commuters work on five different shifts and have arranged car pools to their convenience. Transportation does not appear to be a serious problem at the prison.

Cultural and Recreational Facilities. Deer Lodge is basically a farm community serving the prison and the rural population in the Deer Lodge Valley. As such, Deer Lodge is large enough to foster some basic social and recreational outlets through its churches, community organizations, and private firms. The recreational facilities are largely outdoor-oriented, as is the case in most rural communities.



## Galen State Hospital, Galen

### Employment Situation

In 1973, Galen State Hospital (GSH) had 168 terminations in its 231 positions, for an average turnover rate of 73 percent. Laundry and food service workers account for 74 terminations, and the direct care classifications of Attendant Counselor, Custodial Worker, Licensed Practical Nurse, and Nurse Aide account for 66 (table 7).

Vacancies are a continuing problem for GSH, particularly in its food service area. The personnel office keeps a standing order for food service workers with the Anaconda employment office, but is unable to keep the positions filled at the current salary levels.

The pattern of absenteeism in the low-paying positions is evident here, as at the other large institutions surveyed.

GSH currently cares for 290 patients in four different programs: chest diseases, alcoholism, geriatrics, and mental retardation.

### Socioeconomic Factors

Working Conditions. Galen State Hospital has the best overall facilities of the four large institutions covered in this report. The buildings are clean, well maintained, and relatively new. Patients are not crowded, with two or three patients per room. The overall atmosphere is comparable to private hospitals in the state. The hospital schedules three major shifts plus a number of other shifts during the day.

Salary. Administrators at GSH attributed their turnover and vacancy problems to the low salaries offered for many positions in the



Table 7

High Turnover Classifications  
Galen State Hospital  
1973

Current Classification	Total Termin- ations <sup>1</sup>	Total in Class	Percent of Turnover	Current Salary <sup>2</sup>		Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup>	
				Minimum	Maximum			Step 1	Step 8
Attendant Counselor I	10	13	77	428	520	Nurses Aide I	7	521	685
Custodial Worker I	14	25	56	412	500	Custodial Worker I	5	433	570
Food Service Worker I	52	14	371	412	500	Food Service Worker II	6	475	625
Food Service Worker II	17	13	131	444	541	Food Service Worker III	7	521	685
Laundry Worker I	5	5	100	412	500	Laundry Worker II	6	475	625
Licensed Prac- tical Nurse I	18	26	69	480	584	Licensed Practical Nurse I	9	627	825
Nurse Aide I	24	37	65	428	520	Nurses Aide I	7	521	685
All Classes	168	231	73						

<sup>1</sup> Turnover data from unpublished Department of Institutions sources.

<sup>2</sup> Salary data from unpublished Department of Institutions, "Compensation & Classification Plan," effective 7/1/74.

<sup>3</sup> Reclassified Job Titles from Department of Administration, Personnel Division, Classification Manual, Volume I: Statewide Inventory.

<sup>4</sup> Proposed salaries from salary schedule recommended by the Department of Administration, October 15, 1974.

face of strong competition with The Anaconda Company for employees. Several of the employees interviewed, particularly in the food service area, said they could do as well, in terms of take-home pay, by going on unemployment or welfare.

Housing and Services. Only a few private mobile homes are available as housing in the immediate vicinity of GSH. Consequently, most employees commute from nearby communities. The following is a June 1974, estimate of the commuters from major communities:

	<u>Number of Employees</u>
Butte	10
Anaconda	110
Deer Lodge	50

GSH has 46 housing units on the grounds for employee use. One-bedroom apartments rent for \$25 per month including utilities and maid service. Top-level administrators and medical staff have preference for housing in order that they may be on hand in case of emergency; remaining units are allocated on the basis of a waiting list.

Transportation. Transportation costs are important to most of Galen's employees since nearly 80 percent of them commute to work.

<u>Round-Trip Distance to Galen from:</u>	<u>Miles</u>	<u>Number of Employees</u>
Butte	50	10
Anaconda	30	110
Deer Lodge	28	50

Car pools are being used by some employees; however, many live in the rural fringe areas around their cities and find that car pools are inconvenient.

Cultural and Recreational Facilities. Galen State Hospital

employees are totally reliant upon the communities in the surrounding area (Anaconda, Deer Lodge, and Butte) for cultural and recreational facilities. GSH is located in a farming area with no development, to speak of, nearby.

## Warm Springs State Hospital, Warm Springs

### Employment Situation

In terms of sheer numbers, Warm Springs State Hospital (WSSH) had the highest number of terminations in 1973--566 out of 708 positions, for an overall rate of 80 percent. Psychiatric Aide I lead the list (table 8) with 347 terminations out of 194 positions. The highest turnover rate for a classification was Clerk Typist I, with 500 percent.

Absenteeism is critical in the high turnover areas and as at Boulder, often results in patient-attendant ratios so high that the patients receive only minimal care and supervision.

The number of positions for WSSH has been increased from 708 in 1973 to 817 currently. An additional 131 positions have been included in the institution's budget request. However, the chance of filling these added positions is very small given current salary levels and market conditions. As of October 10, 1974, WSSH had 102 vacancies, all in the direct-care area.

<u>Classification</u>	<u>Number of Positions</u>	<u>Number of Vacancies</u>	<u>Vacancy Rate</u>
Registered Nurse	48	6	12.5%
Licensed Practical Nurse	93	14	15.1
Psychiatric Aide	358	82	22.9

WSSH currently has about 965 patients.

### Socioeconomic Factors

Working Conditions. The majority of the employees at WSSH are working in poor facilities. Most of the buildings are old and run-down.

Table 8

Warm Springs State Hospital  
1973

Current Classification	Total Termin- ations <sup>1</sup>	Total in Class	Percent of Turnover	Current Salary <sup>2</sup>		Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup>	
				Minimum	Maximum			Step 1	Step 8
Activity Aide I	6	4	150	428	520	Recreation Aide	7	521	685
Beautician I	3	2	150	462	562	Cosmetologist	9	627	825
Clerk Typist I	10	2	500	412	500	Clerk Typist I	4	395	519
Alcoholic Counselor I	4	3	130	541	658	Counselor, Addictive Disease I	11	755	993
Alcoholic Coun- selor Trainee	3	2	150	480	584	(Classification deleted)			
Food Service Worker I	25	9	278	412	500	Food Service Worker II	6	475	625
Institutional Instructor	4	3	133	743	907	(Not determined)			
Lab Technician I	3	1	300	480	584	Lab Technician I	9	627	825
Laundry Worker I	17	12	142	412	500	Laundry Worker II	6	475	625
Laundry Worker II	5	5	100	444	541	Laundry Supervisor I	8	572	752

Table 8 - continued

High Turnover Classifications  
Warm Springs State Hospital  
1973

Current Classification	Total Terminations <sup>1</sup>	Total in Class	Percent of Turnover	Maximum		Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup>	
				Minimum	Maximum			Step 1	Step 8
Licensed Practical Nurse I	17	28	61	480	584	Licensed Practical Nurse I	9	627	825
Pharmacist	3	1	300	981	1,201	(Not determined)			
Psychiatric Aide I	347	194	179	428	520	Psychiatric Aide I	7	521	685
Psychiatric Nurse II	6	5	120	743	907	Psychiatric Nurse II	13	909	1,195
Secretary II	5	3	167	562	686	Secretary II	8	572	752
Social Worker I	5	6	83	686	838	Social Worker I	11	755	993
Social Worker II	2	1	200	743	907	Social Worker II	12	828	1,089
All Classes	566	708	80						

<sup>1</sup> Turnover data from unpublished Department of Institutions sources.

<sup>2</sup> Salary data from unpublished Department of Institutions, "Compensation & Classification Plan," effective 7/1/74.

<sup>3</sup> Reclassified Job Titles from Department of Administration, Personnel Division, Classification Manual, Volume 1: Statewide Inventory.

<sup>4</sup> Proposed salaries from salary schedule recommended by the Department of Administration, October 15, 1974.

The patient areas are crowded and understaffed. Understaffing not only degrades the level of patient care but also has a detrimental effect on the employees' morale. The large number of physical injuries to the personnel at WSSH is attributed largely to the critical understaffing of the wards. Only a quarter of the employees in the nursing services area are male; therefore, women often have to be used in situations involving violent patients where men would be preferred. Interviews with male attendants in the medium security area indicated they also are understaffed to handle the violent patients they care for in a cell-block-type of ward.

In addition to the fear of personal injury, employees are faced with the mental or physical strain created by the very nature of their jobs. The patients at WSSH are either mentally retarded, senile, psychotic, or afflicted to some extent by a mental, emotional, or behavioral disorder. Caring for these patients is a mentally and physically demanding job, which is further aggravated by understaffing, absenteeism, and the run-down facilities and equipment.

Salary. As with all the other institutions, low salary is the most frequent complaint voiced by employees. Recruiting efforts at WSSH encounter the same obstacles as the other units: low starting salaries, poor patient-staff ratios, poor physical facilities, lack of housing, and travel expense.

In some occupations, such as nursing, the starting salaries are comparable with other areas in Montana, but are not sufficient to compensate employees for the other expenses they incur in working at the institution or for the less than desirable working conditions.

WSSH is also competing for employees in a high-wage labor market area, as mentioned earlier. The institution finds itself unable to

compete against the private firms in the area when those firms are offering much higher wages, better benefits, and more appealing jobs.

Housing and Services. WSSH has 121 on-grounds housing units for approximately 123 of its employees. The quality ranges from very good housing for the administrators and medical staff, to converted World War II Victory Homes for the lower-paid staff. No housing on the grounds is available for single women. The institution has an agreement with the labor unions allocating housing first to doctors, then to emergency staff (craftsmen and physical plant workers), and finally to other employees on the basis of seniority.

Private housing has not developed in the immediate area of the hospital. Therefore, most employees commute from the following locations:

	<u>Number of Employees</u>
Anaconda	417
Butte	188
Deer Lodge	60
Opportunity	26
Ramsey	10

The above data, furnished by the WSSH personnel office, includes approximately 100 terminated 1974 summer employees. Nevertheless, the figures do indicate the pattern of residence. Housing in Anaconda and Butte has been limited but more is expected to become available in the near future. Several large housing developments have been started or are in the final planning stages including a 60-unit apartment complex and a 100-unit mobile home park in Anaconda.

Employees living at WSSH are dependent upon Butte, Anaconda, and Deer Lodge for goods and services.

Transportation. Approximately 80 percent of WSSH employees commute from neighboring communities.



<u>Round-Trip Distance to Warm Springs from:</u>	<u>Miles</u>
Anaconda	22
Butte	42
Deer Lodge	36
Opportunity	10
Ramsey	26

The employees who commute work ten different shifts, although most work on the three major shifts of the day.

Bus systems have been operated for short periods in the past to serve employees of WSSH but have not been continued because of funding problems or lack of profit to private operators. The employees generally favored the concept of a busing system but found fault with previous systems over the following points: pickup points were too far from homes; schedules were not kept; only the major shifts were served; and the time spent traveling was two or three times as much as by auto. Employees are currently using car pools extensively to cut transportation costs.

Cultural and Recreational Facilities. As in the case of Galen State Hospital, there is no community adjacent to the WSSH to provide any type of cultural, recreational, or educational services to the employees. Fortunately, Butte and Anaconda are within easy driving distances and can provide diverse facilities and services such as libraries, theatres, a museum, bowling alleys, golf courses, and cultural and education programs from the College of Mineral Science and Technology. However, transportation does add to the cost of using these facilities, particularly for those employees living on-grounds.

Montana Children's Center, Twin Bridges; and  
Mountain View School, Helena

Employment Situation

The Montana Children's Center and the Mountain View School are presented together for a comparison of their similarities and differences.

The Montana Children's Center (MCC) is located in Twin Bridges and is basically a school for orphaned and neglected children. The school cares for 50 to 80 children, depending on the time of year, and has an authorized staff of 80 employees. Table 9 indicates that the overall turnover rate for 1973 was 49 percent, with Group Life Counselors and Social Workers accounting for 24 of the 36 turnovers. Vacancies are not a problem for the institution although they may leave some positions open temporarily when the student population drops seasonally.

The Mountain View School (MVS) is located eight miles from Helena and, with a staff of 63 employees, cares for about 60 problem girls. The overall turnover rate for MVS was 59 percent in 1973 (table 10). Group Life Counselors and Social Workers created 16 of the 32 turnovers. Vacancies at MVS usually are not hard to fill.

For both institutions, turnover in certain occupations is the major employment problem.

Socioeconomic Factors

Working Conditions. Both institutions have the atmosphere of a private school. The grounds are pleasant and the buildings suggest a campus environment. New construction and remodeling programs are evident, with the oldest of the buildings either not in use or being renovated.

Table 9

High Turnover Classifications  
Montana Children's Center  
1973

Current Classification	Total Termin- ations <sup>1</sup>	Total in Class	Percent of Turnover	Current Salary <sup>2</sup>		Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup>	
				Minimum	Maximum			Step 1	Step 8
Food Service Worker I	4	4	100	412	500	Food Service Worker II	6	475	625
Group Life Counselor I	17	29	59	428	520	Cottage Life Attendant I	7	521	685
Group Life Counselor III	3	5	60	500	608	Cottage Life Attendant III	9	627	825
Social Worker I	4	2	200	686	838	Social Worker I	11	755	993
All Classes	36	74	49						

<sup>1</sup> Turnover data from unpublished Department of Institutions sources.

<sup>2</sup> Salary data from unpublished Department of Institutions, "Compensation & Classification Plan," effective 7/1/74.

<sup>3</sup> Reclassified Job Titles from Department of Administration, Personnel Division, Classification Manual, Volume 1: Statewide Inventory.

<sup>4</sup> Proposed salaries from salary schedule recommended by the Department of Administration, October 15, 1974.

Table 10

High Turnover Classifications  
Mountain View School  
1973

Current Classification	Total Termin- ations <sup>1</sup>	Total in Class	Percent in Turnover	Current Salary <sup>2</sup>		Reclassified Job Title <sup>3</sup>	Grade	Proposed Salary <sup>4</sup>	
				Minimum	Maximum			Step 1	Step 8
Cook I	3	4	75	480	584	Cook I	7	521	685
Group Life Counselor I	14	17	82	428	520	Cottage Life Attendant I	7	521	685
Social Worker I	2	2	100	686	838	Social Worker I	11	755	993
Transportation Officer	2	1	200	462	562	Transportation Officer I	9	627	825
Watchman	8	3	267	428	520	Security Guard III	8	572	752
All Classes	32	54	59						

<sup>1</sup>Turnover data from unpublished Department of Institutional sources.

<sup>2</sup>Salary data from unpublished Department of Institutions, "Compensation & Classification Plan," effective 7/1/74.

<sup>3</sup>Reclassified Job Titles from Department of Administration, Personnel Division, Classification Manual, Volume 1: Statewide Inventory.

<sup>4</sup>Proposed salaries from salary schedule recommended by the Department of Administration, October 15, 1974.

Most of the students have emotional or behavioral problems and frequently "act out" situations to the point of violence, which sometimes results in injury to employees. The direct-care personnel are responsible for supervising approximately ten students each and for organizing their activities during the nonschool hours of the day. Both institutions run schools on the grounds for the students.

Salary. The administrators at the two schools attribute the high turnover to the low salaries paid in their direct-care and food-service positions. The Group Life Counselors also are required to maintain an example in dress and therefore have extra expenditures for clothing.

Housing and Services. The two institutions differ as to the availability of housing and services. MVS is located at the edge of Helena and has a large population area from which to attract employees, supply housing, goods, and services. Housing at the institution is not a major factor due to the proximity of Helena. Most employees attracted to MVS are already located in Helena and are working to provide a second income to their families. MVS has four housing units on-grounds for emergency personnel.

MCC is located in Twin Bridges, Montana, a town of 613 people (1970 Census, including 68 in the institution). About 80 percent of the MCC employees live in Twin Bridges or Sheridan (a nearby town of 636 people, 1970 Census). Fifteen employees commute from the following towns to MCC:

	<u>Number of Employees</u>
Alder	4
Whitehall	4
Silver Star	5
Dillon	2

Housing and services are limited in Twin Bridges and Sheridan because of their small populations. The closest sources for many goods and services are Dillon and Whitehall. MCC has ten housing units on-grounds for employees which are used to house emergency staff and as a recruitment incentive.

Transportation. Transportation is not a major problem for the Mountain View School. A commuting distance of eight miles is not exorbitant for an urban area, although adverse road conditions in the winter do cause a certain amount of absenteeism. Employees live in various sections of the valley and have formed car pools where it is convenient.

Transportation for Montana Children's Center presents a different problem. With the exception of Sheridan, which is nine miles from Twin Bridges, the distances to neighboring towns are around twenty to twenty-five miles. MCC recruiters have found that potential employees in those towns are reluctant to commute, particularly under winter conditions. The small number of employees currently commuting from those towns also makes any type of busing system unfeasible.

Cultural and Recreational Facilities. MVS has the benefit of being situated next to one of the largest cities in Montana with numerous cultural or recreational facilities available, such as the Montana Historical Society library and museum, the state capitol building, theatres, the civic center, Reeders Alley, and sports facilities.

MCC, like several other of the institutions, is located in a small town and has a very limited number of facilities for cultural and organized recreational activities; but, as in most small towns in Montana, it abounds in outdoor recreation opportunities.

#### IV

#### SUMMARY OF FINDINGS

The employment problems and underlying socioeconomic factors discovered at the six institutions are basically very similar. Salaries have not been high enough in the past to attract stable, career-minded employees. In recent years turnover, vacancies, and absenteeism have increased, resulting in understaffed conditions. Understaffing degrades the working conditions and morale because of high patient-attendant ratios and inadequate maintenance and support efforts. With higher turnover rates, the level of training and experience possessed by the direct-care personnel is decreased, degrading the level of patient care.

As inflation increases, real incomes drop, and factors such as the cost of housing and transportation become critical to the lower-paid employees. With undesirable working conditions added to the picture, hundreds of employees each year decide that the salary they receive is not sufficient for them to wish to retain their jobs. The general situation is aggravated at GSH and WSSH by the proximity of a high-wage labor market.

The review of population and labor force in the area indicates that a sufficient number of workers are potentially available to satisfy the institutions' needs. This conclusion is supported by the fact that in 1973 almost 1,400 employees terminated from the six institutions while vacancies remained relatively constant. In other words, cutting the turnover rate in half would have provided more than enough employees for the six units. Therefore, it is our conclusion that efforts should

be made to retain the current work force, upgrading it through in-service training and more selective requirements for replacements, rather than expending efforts in encouraging potential employees to locate in the institutional area by the state providing various sorts of supplemental benefits.

It also appears to this observer that a lack of communication between the Department of Institutions office and the administrators of the units, and between the unit administrators and the employees, has also contributed to the current employment problem. Stabilizing the turnover and opening up channels of communication, both up and down the organization, should improve this situation.

Each of the socioeconomic factors identified in the previous section has been reviewed with the objective in mind of reducing the turnover rate to a point where the institutions can begin upgrading the skill and competence of their staffs and hence the level of patient care. Our recommendations follow.



## RECOMMENDATIONS

Salary

Salaries should be raised for institutional employees to levels comparable with the private sector, taking into account the extra psychic and physical requirements for many of the institutional classifications. A uniform system for monitoring turnover and vacancies in all of the institutions should be implemented to provide adequate information for management action. To increase compensation in areas where extremely high turnover persists, grade levels should be adjusted, or bonus systems for staying on the job should be considered.

It is very difficult to determine how much increase is required to reduce turnover and achieve an equitable pay plan. A first attempt has been made in the statewide reclassification to establish pay levels at comparable levels with the private sector. Of course, adjustments and revisions will be required to achieve this objective. Across the board increases for all institutional employees is an ineffective way to achieve pay equity, since the relationships of current pay to work requirements is out of alignment among job classifications. Percentage or equal-dollar increases will perpetuate the basic inequity of pay within the institution.

Supplemental pay benefits such as shift and work area differentials are not recommended at this time. A detailed study would be required to devise an equitable system of pay differentials to compensate employees for working inconvenient shifts or in unpleasant duty areas. We did not discover any consensus among employees as what appropriate

differentials would be or, in fact, to which shifts they should be applied. Compensation for hazardous or undesirable working environment was incorporated into the reclassification of positions prepared by the Personnel Division. Revision of the classification of certain undesirable positions may be necessary to achieve adequate compensation for those employees if the high turnover trend continues.

Housing and Services. We believe that the Department of Institutions should not embark on a building program to provide employee housing or trailer parks at the institutions beyond the requirement to house emergency staff personnel on the grounds. Uniform policies for determining the necessary emergency staff for each institution and for allocating any remaining on-grounds housing to employees on an equitable basis should be developed and instituted by the Department of Institutions. The fair market rental value and utility cost of each housing unit should be determined by an outside agency and charged to employees who desire to live on-grounds. (Discounts could be granted to employees who are required to live there for the benefit of the institution.) Commissary privileges and allowances, free meals, and meals below cost now provided by the institution should be discontinued, with the exception of one free meal per shift for the mutual convenience of the employees and the institutions.

The employees and the community will be better served in the long run by providing the employees with a sufficient salary to purchase goods and services as they see fit. The indications from all the communities around the institutions are that the private sector will respond quite rapidly to the demand for housing and other services when the consumers have the financial resources to pay for the services.

In that way the employees will become part of the local community, their property will become part of the local tax base supporting local governmental services, and the social gaps between the institutions and the local communities can be narrowed.

The preferences expressed by employees were predominately in favor of private housing in the local communities, rather than being "provided for" by the state institution. Most employees interviewed would rather live away from their place of work and not in an institutional environment.

The system of supplemental benefits, such as free and low-cost housing, limited and unlimited commissary privileges, and free meals, as now provided to certain groups of employees are not equitable to all the employees of the institutions and should either be extended to all employees or be discontinued.

Transportation. The individual institutions should develop emergency transportation plans for busing employees to work in cases of severe winter conditions where a sufficient-sized staff would not otherwise report to work. Due to the dispersed locations of employees from the institutions, the many varied shifts they work, and the fact that not all employees need extensive transportation services, we feel that direct subsidies to commuters or a transportation system for the major institutions, as proposed by the Department of Institutions, will result in inequitable benefits to the employees and a costly project for the state.

As in the case of housing, a more equitable and efficient solution is to expend that money increasing salaries of all the employees, rather than establishing benefits for only certain groups of employees.

Cultural and Recreational Facilities. The cultural and recreational facilities of an area are not major determinants affecting the employment of the residents within the area, but may have a large effect on the area's ability to entice potential employees to move to the area. To attract additional employees to an area with limited cultural and recreational facilities, the institutions must pay a high enough salary to offset the higher cost of transportation for the employee and his family to travel to regional areas where the desired services are available.

The comparison of Mountain View School at Helena and the Montana Children's Center at Twin Bridges indicates that the two institutions are very similar except for the availability of goods, services, and cultural and recreational facilities in the immediate area of the institution. Yet MCC, the institution located in the small community with limited services, had the lower turnover rate of the two for 1973. We conclude that the cultural and recreational facilities of an area are relevant to the employment problems of the institutions when it is necessary to attract workers from outside the locality to relocate at the institution. As long as the employees are adequately paid to enable them to commute from an area with better attributes, or can travel to a nearby area to obtain services, the cultural and recreational facilities in the immediate area of the institution will not greatly affect employment.

Working Conditions. The working conditions must be improved at the institutions, particularly for the direct-care personnel. Lowering the turnover rates and filling vacancies will make immediate improvements, since understaffing is a major cause of the poor morale and

run-down facilities. Programs to renovate the physical facilities in the direct-care areas should be accelerated.

The turnover rate in the direct-care areas will probably always be higher than the support of administrative areas because of the inherent nature of the jobs and the emotional strain which accompanies them. However, adequate salaries, adequate staffing, and improved facilities should go a long way in reducing the exorbitant turnover rates now being experienced.

Closely allied to working conditions are training and career opportunities for employees. In-service training programs should be expanded to increase the proficiency level of the direct-care staff. Possibilities exist for utilizing the resources of the state university system for training programs for employees at the institutions. Out-of-service training for employees at short courses to gain specific skills and work-related knowledge should be pursued. Career ladder or upward mobility programs must be developed to allow employees to expand their opportunities and progress to positions of higher responsibility and pay.

#### Summary of Recommendations

1. Increase institutional salaries sufficiently to reduce turnover and vacancy levels to tolerable levels.
2. Institute a uniform system for monitoring turnover and vacancies in all of the institutions.
3. Adjust grade level classifications or implement bonuses to increase compensation in areas where extremely high turnover persists.
4. Develop equitable policies for the allocation of institutional housing and meals which do not favor certain classes of employees.

5. Encourage institutional cooperation in the development of housing, services, cultural and recreational facilities by private firms and local government in the communities serving the institutions.

6. Develop emergency transportation plans for each institution.

7. Accelerate programs to renovate or, where more feasible, replace institutional facilities.

8. Develop in-service, out-of-service, and career ladder programs to increase the employee proficiency and create career opportunities within the institutions.



